POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE

POLICE AND CRIME PANEL

Report of	**OFFICE OF POLICE AND CRIME COMMISSIONER**
Subject	**REGIONAL COLLABORATION AND PARTNERSHIP WORKING**
Date	**THURSDAY 1 OCTOBER 2020 – 2:00 p.m.**
Author	**PAUL HINDSON CHIEF EXECUTIVE**

Purpose

1. This document provides an outline of the regional collaboration and partnership activities that the PCC engages in, the purpose of the work and the benefits that arise from it.

Recommendations

2. The Panel is asked to note the report. Any questions raised can be considered at the panel meeting or raised through the PCC's office.

Background

3. The PCC operates in a complex public service environment with many interrelationships with organisations operating to different priorities, with different levels of resources, operating models and governance arrangements. On top of this the PCC engages with organisations that commission services and those that deliver services and those that do both.

4. The challenges that the PCC was elected to address are laid out in the Police and Crime Plan, recently updated through the addendum that was approved by the panel earlier this year. Broadly speaking those challenges are defined as behaviours, usually crime, that the Police and Crime Plan aims to address. These behaviours cover a wide variety of activities ranging from serious organised crime to the kinds of crime that can arise from mental ill health: all of the behaviours are complex in the sense that they have multiple drivers and multiple organisational responsibilities to address them. The fundamental aim is to achieve a reduction in these behaviours over the duration of the Police and Crime Plan.

5. So the challenge is to change the frequency of complex behaviours in a complex public service environment within a limited budget. This can only be achieved by influencing the work of multiple other organisations and working in collaboration. That is the fundamental rationale for the approach.

Why do we engage in regional collaboration and partnership working?

6. As mentioned above, in order to achieve the aims outlined in the Police and Crime Plan the PCC needs to influence the work of a number of different organisations. If the broad aim of the plan is to reduce the frequency of harmful behaviours, particularly crime, and if there are many services that can impact on those behaviours, then the need to work in partnership to influence the delivery of services is compelling. For instance issues concerning poor health and poor mental health are often key factors in the propensity to commit crime. Similarly from a health perspective the use of drugs and alcohol are often important issues that drive the commission of criminal behaviours: of course they may in turn be related to health and mental health issues, thus increasing the level of complexity. Limited access to certain core life resources can also drive harmful behaviour, such as employment and accommodation, which may in turn be related to shortfalls in skills or relationships. Underpinning many of these issues is an emerging body of evidence that the propensity to commit harmful behaviours is developed early in life, related to adverse childhood experiences. The recognition of this brings into focus a whole range of early life services that could potentially impact on these experiences.

7. From this perspective it is clear that collaboration and partnership working are essential to the delivery of the Police and Crime Plan. The PCC cannot commission or deliver these services and so he has to achieve the desired impact through collaborative and partnership working.

8. There are four further factors that particularly drive the need for regional collaboration. The first of these is geographical reach. Some of the crimes that are referred to in the Police and Crime Plan transcend the boundaries of LLR. Serious organised crime for instance may have a geographical reach that extends even beyond the East Midlands: it may even extend beyond national borders. For instance a recent case study presented to the PCC from the police regional collaboration service concerned with serious organised crime, EMSOU, focussed on a crime distribution network that originated in Europe. Similarly many cyber-crimes and fraud crimes operate through digital media and are therefore very difficult to address within the jurisdiction of Leicestershire Police.

9. Regional collaboration across police services to address cross boundary threats such as serious organised crime is strongly supported by the government, which has commended the East Midlands for its approach. The approach is likely to be reinforced when the review of serious organised crime conducted by Sir Craig Mackey is finally published. The review was commissioned in 2019 and focussed on the high level of threat posed by serious organised crime, particularly in areas such as people trafficking, drugs, county lines gangs, child exploitation and fraud, estimated to cost the UK economy around £37b per year, orchestrated by around 4500 organised crime groups.

10. The second factor is that of specialist expertise. Some of the crimes identified in the preceding paragraph require specialist skills and knowledge and even specialist equipment to address effectively. This is particularly the case with the growing levels of criminal activity that operate within the digital environment. The specialist equipment that is used to e.g. conduct remote surveillance, has been presented to the PCC during the assurance sessions run by the regional collaborative police services.

11. The third factor is cost. Regional collaborative police functions can be delivered at lower cost when combined across different police services. A good example of this is the legal service that is provided to all police forces in the region. Similar services are provided in HR/training and, from an operational perspective, in roads policing.

12. The fourth and final factor referred to in this analysis is statutory: there are some legal requirements on the police to collaborate and these are referred to in the Police and Crime Plan, particularly focussing on the Strategic Policing Requirement (SPR). Under the SPR the police are often called upon to provide resources to neighbouring areas at times of high demand. For instance, in recent times, Leicestershire Police has provided resources to other police services to support the management of demonstrations, or to assist in the visit of foreign dignitaries or even to assist in specific crises, such as the Salisbury poisoning crisis.

13. These four factors do not only apply to the regional policing services. For instance, the PCC leads on other partnership work that transcends the boundaries of LLR, particularly in relation to the East Midlands Criminal Justice Board, or the related area of the development of a new national probation delivery model. Similarly the PCC collaborates to deliver specialist services and those that require specific skills, particularly in the area of sexual abuse services. In terms of cost the PCC is engaged in a number of co-commissioning services, particularly in the area of domestic abuse and substance misuse. Co-commissioning is about more than saving money: co-commissioning is a partnership of commissioners who bring different perspectives, knowledge and subject matter expertise to enrich and the design and development of services. The PCC co-commissions services with a number of other commissioners across LLR, but primarily with local authorities. Finally there are some statutory responsibilities on the PCC, particularly in relation to Community Safety Partnerships (CSPs).

<u>What forms of regional collaboration/partnership working do we engage in?</u>

14. As mentioned above, partnership working is almost the default approach of the PCC in addressing any social issue. However, the following are some of the most prominent structures.

15. Regional policing collaboration has already been referred to and encompasses a number of different collaborative services. The full range and costs are included in Annex A.

16. The Strategic Partnership Board (SPB) is chaired by the PCC and includes members at chief executive level across all the public services in LLR. It is also supported by an executive group, which undertakes the work to support SPB, as well as a number of sub-groups focussing on specific areas of work such as protecting the vulnerable, managing offenders, the Violence Reduction Network, preventing harmful behaviour and managing the information sharing requirements of these groups. The remit of the board is to reduce the frequency of the harmful behaviours that threaten our communities.

17. The East Midlands' Criminal Justice Board (EMCJB) is also chaired by the PCC reflecting the "and crime" element of the PCC role. The board brings together the regional leads for all of the key criminal justice organisations across the East Midlands and promotes required changes across the criminal justice system. For instance, one of the key areas of difficulty at the moment concerns the backlog within the sentencing process that has been exacerbated by the COVID crisis. We have now established a cross agency group to problem solve this issue. There are also sub-groups driving forward initiatives in other specific areas such as victims and witnesses.

18. Community Safety Partnerships (CSPs) are a key partnership for the PCC and he hosts regular forums for the CSP leads across the area. The PCC also provides a fund for each of the CSPs to support crime reduction initiatives in each area. CSPs have also been instrumental in driving forward initiatives related to harmful behaviours such as those associated with the night time economy and those linked to certain traveller sites.

19. On a non-statutory basis the PCC engages in many other strategic level partnerships across the area, including Health and Well-being Boards, Youth Offending Boards, Domestic Abuse Forums and many more. These are the primary vehicles through which the PCC's office drives forward changes to support the Police and Crime Plan objectives.

20. The PCC also has a relationship with local communities which is akin to a partnership. These partnerships have been formalised in some instances, as with the establishment of People Zones in certain parts of LLR. But they also operate as informal networks, for instance via the network of grass roots organisations that the PCC has established through the administration of the Prevention Grant.

What benefits do we derive from regional collaboration and partnerships?

21. There is very robust evidence of the benefits surrounding the work of the regional police collaboration including a report by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Service (HMICFRS), regular audit reports and a value for money benchmarking review completed in December 2019 regional collaboration. On top of this there is a performance/assurance process that involves all of the PCCs in the region via the regional collaboration meetings.

22. The HMICFRS report entitled The Hard Yards reviewed police collaboration by focussing on 6 collaborative schemes across the country, including The East Midlands Criminal Justice (EMCJS). The findings of the report focussed on four themes: purpose; benefits and cost analysis; leadership and governance; and skills and capabilities. Broadly speaking it identified areas of good practice but also areas that required improvement and I shall focus on the areas for improvement only.

23. In terms of purpose the report acknowledged the importance of a clear purpose to the collaborations, but felt that the rationale was unduly focussed on cost saving rather than the benefits derived to the public in terms of improved quality of service. In relation to benefits and cost analysis the report emphasised that all of the collaborations identified the proposed benefits at the outset and conducted a post implementation review of benefits achieved, which were mainly cost saving. However, the report felt that there room to improve the quality of the benefits analysis and to maintain it over a longer time period. The report recognised some difficulties in the area of leadership and governance and felt that was room for improvement. The report referenced some internal disputes within collaborations, it did not specify which ones, which undermined trust. Finally the report said that there could be a clearer process of matching those recruited to regional collaborations with the skills and capabilities required.

24. In preparing this report I have reviewed all recent audit reports for the regional collaboration. There are five in total covering financial planning, projected underspends, business planning, risk management and performance management. All are rated as green apart from the audit on projected underspends where a limited assurance rating was given because of an in-year virement of a projected underspend that was returned to forces without a prior approval process. In summary though these audits represent a high level of assurance covering some of the key areas of management within the collaboration.

25. On top of this a full review of the East Midlands' EMSOU, the largest of all, was completed in December 2019 by an independent consultant in advance of the budget round for 2020/21. This concluded that EMSOU provided good value for money when benchmarked against equivalent collaborations across the England and Wales.

26. There is less formal assurance in place for the wider partnership activity described above. However, a full audit of OPCC and police partnership activity was undertaken in November 2019 and was rated as green. The main area for development focussed on how the OPCC assures itself of the benefits arising from some of its grants. This was the subject of a recent report provided to the Police and Crime Panel, which identified the performance measures and performance management process attaching to the provision of grant funding and OPCC contracts.

27. Since then the OPCC has developed a project to record a clearly defined set of outcomes against each of the contracts and grants that it provides. This development is still in progress and once completed it will be applied prospectively to future contracts and grants. If successful the initiative will enable us to identify how each and every grant and contract impacted effectively on the lives of individual participants in the services we commission. A more detailed process is also being developed within the VRN.

Annex A: Breakdown of Regional Collaboration Services

Arrangements at 1 April 2020 – do not reflect in year changes. Additional Home Office funding increases the budget for EMSOU SOC to £27.5m

PCC Funding Contributions 2020/2021	EMSOU SOC	EMSOU Major Crime	EMSOU Forensics	EMCHRS L&D	EMCHRS OHU	EM Legal Services	Specialist Ops Training	EMCJS Central Costs	TOTAL
	£	£	£	£	£	£	£	£	£
Nottinghamshire (27.3%)	6,129,328	236,881	1,417,853	832,136	466,193	493,753		249,635	**9,825,779**
Leicestershire (22.9%)	5,141,451	198,702	1,189,335	698,226	417,304	414,174	491,464	247,924	**8,798,579**
Derbyshire (21.8%)	4,894,482	189,158	1,132,205	664,977	397,258	394,279			**7,672,359**
Northamptonshire (14.8%)	3,322,859	128,419	768,653	453,283	269,698	267,676	319,615	173,534	**5,703,737**
Lincolnshire (13.2%)	2,963,631	114,536	685,555		225,412	238,738	283,494	120,884	**4,632,250**
Total	**22,451,750**	**867,695**	**5,193,602**	**2,648,622**	**1,775,865**	**1,808,619**	**1,094,573**	**791,977**	**36,632,703**
% share of regional NRE (£837,207,000)	**2.68%**	**0.10%**	**0.62%**	**0.32%**	**0.21%**	**0.22%**	**0.13%**	**0.09%**	**4.38%**